SERVE

23 August 1954

Cover Division's Comments on Project AEBASIN

Acting Chief KA

DECLASSIFIED AND RELEASED BY CENTRAL INTELLIGENCE AGENCY SOURCES METHODS EXEMPTION 3B2B NAZI WAR CRIMES DISCLOSURE ACT DATE 2007

PROJECT OUTLINE

Project Cryptonym: AEBASIN PP (4-3420-51-075)
Originating Division: SR
a. Division Chief: Ext. 2421
b. Branch Chief:
c. Case Officer: axt 3582 Target area: Estonian SSR Type of Project: Overall PP Project in Two Parts
Target area: Estonian SSR
Type of Project: Overall PP Project in Two Parts
Financial mechanism: Direct and subsidy
Funds requested: For Fiscal Year 1955
Current status: Previously operating as AEBASIN PP Project
#4-3420-51-075, as approved by the DCI on
31 January 1953, and continued in accordance
with the NSC Policy Directive 54-12.

1. OBJECTIVES.

- a. To preserve and strengthen the pro-Western orientation of the majority of the people of the Estonian SSR and to bolster their hope of ultimate liberation.
- b. To develop potential PP assets within the Estonian SSR and continue developing existing assets among Estonian emigres.
- c. To help weaken the prestige and effectiveness of the Soviet-Communist complex, with special emphasis on Soviet organizations, activities, and individuals in Estonia.

2. ORIGIN AND POLICY GUIDANCE.

- a. Part One of this project is a continuation of Project AEBASIN PP #4-3420-51-075, authorized under the USSR Country Program for FY 1953, PP 41-51, approved in principle by the DCI in September 1953, supported by the NSC Policy Directive 54-12, and included in the SR Operational Program for FY 1955, TS #93466.

 The proposals contained in Part Two, while new to this project, still come within the provisions, directives, and appropriations cited above.
- b. Origin: Headquarters.

3. SITUATION.

a. Background:

Estonia is a country of some 18,370 square miles with an estimated population of 1,200,000 as of 1950. It has a coastline of 276 miles fronting on the Baltic, but otherwise is completely surrounded by Soviet-controlled territory. In fact, even its sea approaches are heavily guarded. Ethnically, the Estonian people belong to the Finno-Ugrian group and are therefore—unlike the other Baltic peoples—related to the people of Finland and of the Karelo-Finnish SSR. There is understood to exist a strong feeling of racial kinship between these groups, a fact which adds to the potential value of this project by broadening the audience toward which it is directed.

Since the time Estonia proclaimed its independence from Russia after World War I, it was twice occupied by the Soviets. The first occupation occurred in 1940, as a sequel to the Molotov-Ribbentrop agreement, and the second took place in 1944, following defeat of the German armies. The country has since been incorporated into the Soviet Union-an action not recognized by the United States.

In several successive waves of mass deportations, the Soviets are believed to have eliminated a substantial percentage of the Estonian people. Some others fled to the West in 1944 at the time of the German retreat. The majority of those

remaining are understood to be bitterly anti-Communist and anti-Soviet.

Their hope of eventual liberation is presumably kept alive by news of growing resistance to Communism in the West and by anti-Communist activities of Estonian emigre organizations on this side of the Iron Curtain.

b. Estonians in Exile.

(1) Government-in-Exile.

There is no officially recognized Estonian Government-in-Exile. However, there are two emigre groups currently contending for the title. One is the "government" formed by August Rei in Oslo in 1953. The other is the group founded by Maurer and Holberg in Germany in the same year. Although neither group enjoys any official status or the support of any significant segment of Estonian emigres, the Maurer-Holberg complex appears to have a slight edge in this respect. For the present, the Estonian Consul-General in New York represents the highest remaining link of the independent Estonian Republic officially recognized by the Department of State. Other Estonian diplomatic representatives enjoy varying degrees of official status in Paris, London, Bonn, Madrid, and Toronto, as well as in Brazil and Australia. They are all supported out of the Republic of Estonia residual funds which have been on deposit in the United States since 1940 and are under control of the New York Consulate-General.

(2) Committee for Free Estonia.

The personnel of this committee is widely regarded by Estonian emigres as more of a research staff than a source of political authority.

(3) Estonian Lutheran Church.
Estonian emigre churches owe nominal allegiance to the Bishop of the Estonian Church, Johannes Kopp, who lives in exile in Sweden. These churches are centers of Estonian political and cultural activity directed by their respective pasters.

Problems of Leadership.

Inasmuch as the Soviets appear to have successfully liquidated all potential anti-Communist leadership within Estonia, the task of developing new leadership among the younger generation of Estonians outside the country necessarily falls upon the emigre groups and their backers. The Estonian groups in the U.S. and in other countries have been working toward this end by maintaining their own churches, educational societies, newspapers, magazines, scholarships, and scout movements. They have also been promoting choral, athletic, and theatrical groups as well

as public demonstrations and other forms of propaganda and counter-propaganda.

c. Current Status of Operations.

(1) Operations in target area.

There are at present no PP operational assets under Agency control within the target area.

(2) Operations directed toward the target area.

(a) Radio:

Estonian emigre groups as such have no radio facilities of their own for broadcasts to Estonia. (Note: The VOA broadcasts, of course, are not included in this statement. They consist of three 10-minute spots daily from Munich and Algiers and are used occasionally by AEBASIN personnel on specific and limited topics acceptable to VOA.) Radio Free Europe, likewise, has no Estenian facilities at the present time. An attempt was made in August 1953 by the Principal Agent of ARBASIN to secure independent radio facilities from the Pan-American Broadcasting Company, but the arrangement fell through because of complications between that company and the Department of State. Similarly, on Headquarters instructions, Estonian emigres. in the U.S. have been negotiating with radio stations in Madrid and Hamburg. Radio-Hamburg is handicapped by Allied restrictions, while Madrid is prepared to make daily radio time available as of October 1954, when additional transmitter facilities will be ready. (Request for Agency support of these broadcasts, when organized, constitutes Part Two of the present project.)

(b) Other operations directed toward the target area.

Some tentative planning has been done with a view to mounting leaflet operations aimed at the Estonian SSR but no such operations have yet been carried out.

(3) Operations outside the target area.

The major Estenian emigre organizat:

The major Estenian emigre organizations in the United States represent the only operational assets of the project at the present time. Developing these assets, it is hoped, will ultimately result in opportunities to penetrate the target area or at least provide an instrument for plausible denial in case of compromise of field operations designed to accomplish such penetration.

(a) Estonian National Committee.

This is a roof organization with an estimated 5,000 voting adult members, representing a total of some 35,000 Estonian emigres or people of Estonian extraction. The Committee takes part in publishing a newspaper in New York City and otherwise engages in activities described earlier, under "Problems of Leadership" (See paragraph 3b(4) above.)

a member of the executive staff of the ENC

who is also chairman of its Propaganda Committee, is under a dollar-a-year contract with us as Principal Agent of the AEBASIN project. He acts as a channel for relaying Agency suggestions to his colleagues here and abroad, and for transmitting operational funds as required.

- (c) Estonian Worldwide Coordinating Bureau (recently renamed Estonian World Center)

 Sponsored and supported by the Estonian National Committee, the Bureau derives additional funds from independent contributions in other countries. It receives no Agency funds nor do we exercise any direct control over its activities other than through lateral liaison by Principal Agent
- The Agency employs one covert associate,
 stationed in the Washington area under direct Agency centrel, for purposes of direct Headquarters support. He performs research and translation functions as well as other FI and PP tasks as assigned.
- 4. PROPOSALS.

 (NOTE: For the convenience of reviewing and approving authorities and to facilitate separate consideration, if necessary, the proposals in this project are divided into two parts: one covering the continuation of current activities and the other dealing with proposed radio broadcasting operations. Since the basic data and general background of the project are the same in both cases, it is being presented as a single paper, to avoid repetition. The division into two parts is observed only where necessary, i.e., in chapters dealing with Proposals, Budget, Personnel, etc.)

PART I

It is hereby proposed that:

- a. Agency exploitation of existing assets as represented by the Estonian emigre organizations—and their personnel—be CONTINUED.
- b. Efforts to mount an operation for the infiltration of leaflets and other propaganda material into the target area, likewise be CONTINUED.

PART II.

c. Estonian-language broadcasts be initiated over Radio-Madrid and that attempts be continued to secure similar facilities at Radio-Hamburg or elsewhere.

5. OPERATIONAL OUTLINE.

a. Sub-proposals.

PART I.

(2) Independently, or in conjunction with friendly services, notably in Scandinavia, to mount independent belloon operations for the purpose of infiltrating leaflets or other prepaganda material into the target area.

PART II.

(3) To organize and staff an <u>Estonian PP workshop</u> for preparing Estonian-language radio scripts and other material, such as leaflets, etc.

b. Key Personnel.

While the key figures in the project have already been described under 3c(3), (see "Operations outside the target area"), the following relevant details should be mentioned at this point:

- (1) Principal Agent : within the Estonian National Committee, whose jeb it is to develop his organization into an influential emigre center, is also expected to develop extensive contacts with other emigre organizations and leading individuals both in the U.S. and in other countries where substantial emigre groups exist.
- (3) AEBASIN/1, the unwitting contact of P/A ____ within the Estonian National Committee, is a competent professional journalist. He is a member of the editorial board of the Estonian weekly published in New York and a regular correspondent for the emigre press in Sweden, Canada, Germany, and England. This is expected to be of great value in exploiting, publicity-wise, such PP opportunities as may present themselves.

- 7 -

(4) (See (3)(b), page 5), was formerly an FI covert associate at \$5,000 p.a., but was released because the level of FI activity in his field did not warrant carrying him on full-time basis. He has been permitted to accept an overt job with another organization until such time as his services may be required in the PP field. Meanwhile, his current contract with the Agency calls for reimbursement of expenses only. As made numerous broadcasts to Estonia over VOA and is thus presumably known to the target area audience. He has also promoted various anti-Soviet Estonian activities.

c. Indigenous groups and leaders.

In addition to the individuals mentioned above under "Key personnel," and the organizations they represent—which also have already been described—the following groups should be mentioned as of potential PP value:

(1) The Estenian Relief organization in the U.S., with a far-flung membership, which provides assistance to Estonians in the

U.S., Germany, and Austria.

(2) Estonian weekly newspapers published in the U.S, Germany, and Canada. As already mentioned, AEBASIN/1 (see (3), page 6) is a regular correspondent of many of these papers.

d. Target Groups

All Soviet or Communist organizations, installations, activities, or individuals within the Estonian Socialist Soviet Republic constitute a legitimate target under the present project insofar as they can be exploited to the detriment of relations between the regime and the population.

e. Duration.

The project is viewed as a continuing activity-both as regards Parts I and II--sc long as the objectives of U.S. foreign policy remain what they are. In case of open hostilities, the facilities and agents developed through this project could be of direct assistance to operations. No particular phasing is involved and the project can be expected to grow in scope and usefulness as time goes on.

6. SECURITY

a. Cover.

The various Estonian groups listed above are overt political organizations requiring no special cover for their anti-Communist activities. However, in some cases, cover is required to conceal the fact of any Agency financing. This can easily be accomplished through Funding Branch/Cover Division. Principal Covert Associate _____ has an independent income and a profession which provides him with a natural cover.

_____ the former FI man now employed by another Government agency pending his expected transfer to PP activities, is in no need for special cover. AEBASIN/1 receives his compensation from Principal Associate ______

b. Knowledgeability.

Tand are aware of U.S. Government interest in their activities. AEBASIN/l is vaguely aware that the source of his funds is someone other than , possibly some "sympathetic American individuals." In the event that this story should require backstopping, the Cover Division will be asked to help. To the best of our knowledge, the contacts of these associates abroad and the organizations they represent in the U.S. are not aware of U.S. interest.

c. Operational security.

Whenever the need should arise for substantial lump-sum payments in connection with expanded radio operations (Part II), Cover Division will be requested to provide--and backstop--a suitable list of notional donors to account for the funds.

d. Risks.

No major risks are anticipated under present circumstances. Contact with covert associates will be conducted in a secure manner, while the activity of these associates abroad in representing various Estonian organizations will be much the same as it was before they became connected with the Agency. Possible discovery by the West German or Spanish government of U.S. interest in these groups can have no adverse effect on U.S. foreign relations since such interest has long ago been taken for granted by both of these governments.

e. Personnel disposal.

Since all present agents and associates of the project are residents of the United States, disposal should present no particular problem, except that termination of the activity could be expected to have an adverse psychological effect on Estonian emigres.

f. Disaster Plan.

In case of need, agents stationed abroad could be evacuated in accordance with the existing Agency emergency evacuation plan.

7. COORDINATION.

a. Relation to other projects.

The project is related to Project AEROOT/FI, since both ______
and ____ are occasionally called upon to perform certain

FI tasks. In terms of objectives and their implementation, the

present project closely parallels Project AECHAMP/PP (4-3420-51-028)

for Lithuania.

b. Significance within everall area program.

The project fits in closely with the Country Program for the USSR in the PP field, in line with the NSC Policy Directive 54-12.

c. Extent of Coordination

(1) Establishment of radio broadcasting facilities (part II) will be coordinated with the Radio Advisory Panel.

(2) Cover Division will be requested to provide any additional cover that may be needed in the course of the development of the project.

(3) Staff C and the Security Division will be requested to process clearances for any additional personnel involved.

(4) Logistics Branch, TSS, will be requested to provide needed equipment and supplies for the field.

(5) Dispatch and establishment of PP agents abroad in connection with the radio broadcasts (Part II) will be coordinated with the appropriate area division.

(6) Contacts with foreign government agencies or representatives in Germany and Spain already have been established by the project's associates, acting in the name and on behalf of Estenian emigre organizations. As a result of these contacts, several members of the Bonn parliament in Germany are spensoring the Estenian cause with the Bonn government. In Spain, daily radio time has been premised by the Director-General of the Spanish Radio for this fall, when additional broadcasting facilities are completed.

8. CONTROL.

a. Nature of.

- (1) A large degree of operational control over the activities of the Estonian National Committee and of the Estonian Legion of Liberation is assured by reason of the commanding position which ____ and ___ occupy in these two organizations respectively. Both men are in close contact with the Headquarters Case Officer. Control over the men themselves consists of our ability to reveal their American associations and financial support, a fact which would be highly detrimental to their standing within their own national community. Withdrawal of such support would also greatly lower their standards of living.
- (2) Close control will be exercised by Headquarters -- through

 --ever the activities of the Estonian redio workshop
 to be set up in the Washington-New York area under Part II
 of the present project.
- (3) Operations launched from field installations will be subject to Headquarters guidance and direction.

b. Administrative Plan.

An Administrative Plan to cover the subsidy features of this project will be prepared in cooperation with the Project

Planning Staff/DD/A, when the exact amount is known.

Reports. The covert associates are to submit reports on their activities and the status of their budgets at regular intervals to Headquarters, via established channels. No unusual reports procedure is involved.

9.	BUDGET	DATA.
7/ •		

BU	DGET DATA.
а.	Total funds required. Total CIA funds required for the support of this project during Fiscal year 1955 are as follows: Part I
b.	Availability of Agency funds required: The sums of
e.	Non-CIA funds: The Estenian National Committee and the Legion of Liberation are expected to provide approximately \$6,000 from their own resources, by means of public contributions. A fund-raising drive for the support of the radio effort represented by Part II of the project is expected to get underway throughout the Estenian emigration. The bulk of the funds is expected to come from emigres in the U.S. and Canada. These contributions will not affect the Agency's control of the operation.
3.	Foreign currency. Foreign currency, when needed, will be obtained commercially or through the Finance Division. (Part II)
3 •	Funding. (1) Compensation to covert associate
	(4) will be reimbursed for operational expenses. (5) Payments to foreign radio stations for radio time (Part II) will be made by check by Covert Associate in his capacity as president of the Legion of Liberation.

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f. Financial History. (1) For the fiscal year 1953, total expenditures under Pro-AEBASIN amounted to \$14,475.00. (2) Total expenditures for FY 1954 were \$9,795.00.	ject	
During the fiscal years of 1953 and 1954, the project was developmental stage. Now that the two principal Estonian groups have grown sufficiently in stature, future operation assuming they include leaflet drops (Part I)should continue the rate of about in a year for the fiscal years 1956 1957, if both parts of the project are approved. The breakdown for FY 1955 is as follows:	emigre ns nue at	
PART I.		
Salaries: ARBASIN/1	:	
Operational expenses:		
Office rental Purchase of information Travel Developmental expenses (for leaflet drops, etc.)	C	J
PART II.	·	٠.
One additional contract agent in Madrid \$4,800 Two clerks in Madrid 2,400	• .	
Cost of radio broadcasting time Purchase of information Workshop rental and equipment Office supplies, telephone, cables News Service Travel Transportation Other operational expenses	*	
Less estimated outside contributions Net		
* This is an estimate and may have to be amended when a		

10. SUPPORT DATA.

a. Total CIA personnel
(1) Headquarters and field personnel available is sufficient

to handle Part I of the present project as well as at least the initial stages of Part II.

- (2) Four covert associates or agents are available immediately for the implementation of any part of this project. Three of them have been cleared and the fourth has an operational clearance. Additional personnel is available overseas for the implementation of Part II, if needed. Headquarters name checks have already been made and the estimated time required for clearance is three months. No extensive additional training will be required.
- b. Material.

 Material requirements present no special problem. Most items needed can be procured commercially. They include tape recorders, office equipment, and reference material (all for Part II).
- c. Communications.
 No unusual requirements.
- d. Other CIA Support.

PART I.

- (1) Support of the covert associate in the Washington area, involving:
 - (a) an apartment cleared by I & S, to be used as both home and office;
 - (b) partial payment of the rent, in consideration of the premises being used as an office;
 - (c) procurement of a limited amount of office equipment, typewriters, a safe, etc.

PART II.

- (2) Procurement for the use of the above covert associate of two sets of tape-recording equipment.
- (3) A few hours' instruction to familiarize the covert associates with the use of tape recorders.
- (4) Arrangements through cover branch to establish a credit rating with the radio stations for the Estonian Propaganda Committee.
- e. Support required from other U.S. agencies.

 None, other than requests for Re-entry Permits from the State
 Department for any alien personnel that may be dispatched
 overseas in connection with Part II of the present project.

11. GENERAL CONSIDERATIONS.

a. Current status.

AKBASIN/PP is already operative within the framework of Project #3420-51-075, dated 5 May 1953.

b.	Commitments.	•	
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(1) The three covert associates [] [] and [] have been under contract since June 1953.

(2) The covert associate in the Washington area has a year's lease on an apartment at \$140. a month, half of which is a Headquarters responsibility.

(3) No special commitments have been made to the covert associates.

(4) A contact in Madrid, AEBASIN/2, has been promised a sum of money (unspecified) if he should be successful in procuring air time on Radio-Madrid.

Effectiveness.

The project, which has so far been in operation for about a

year has accomplished the following:.

- (1) With limited Agency support, the Estonian National Committee -in less than a year -- has become a center of considerable anti-Communist activity and has accumulated a large amount of material, of great propaganda value, for the Kersten Committee.
- (2) The Legion of Liberation organized a number of mass meetings and demonstrations against the Soviet occupation of Estonia.

(3) Jointly, the two groups have sent resolutions to various international conferences protesting against this occupation.

(4) Contacts have been established with other anti-Communist emigre organizations and more Estonians have been induced to take part in anti-Soviet activities.

(5) At least 60 broadcasts have been made by __over VOA and beamed to the Estenian SSR.

- (6) Anti-Soviet propaganda was published in Estonian papers in the U.S., Canada, Sweden, England, and Germany, from which VOA has picked up material for breadcasts to the Estonian SSR.
- (7) Negotiations for the procurement of Estonian-language radio time have resulted in definite commitments to provide such facilities.

Anticipated results.

It is believed that the present project -- in both its phases -would help materially in the attainment of the basic PP objectives involved, as they are outlined in Paragraph 1 of the present paper.

Evaluation. Θ.

The performance of the project -- including the content of its radio and propaganda output -- will be evaluated on a continuing basis to make certain that Agency support is utilized in an intelligent and effective manner.

Policy questions.

The following basic policy question remains unsolved at this writing: is the establishment of an Estonian government-inexile at this juncture deemed politically desirable?

g. Congress.

Congressional circles look with great favor upon Baltic PP activity, if only because of the wealth of material and witnesses supplied to the Kersten Committee by the project's covert associates.

- h. Extra-Agency Action.
 n. a.
- i. Proprietary companies.
- j. Special considerations.
 None
- k. Liquidations

No special problems are anticipated, except for current and anticipated commitments or contracts with radio stations, leases on premises, an due notice to associates and agents.

TO: Chief, SR Division

ATTN: —

FROM: Assistant Director for Communications

SUBJECT: Project ASBASIN PP

- 1. Subject project has been reviewed by this Office. No Communications facilities beyond X that EXXITER WAY X EXILED WILL be required in support of this project.
- 2. It is intended that this memorandum shall accompany subject project when presented for approval in lieu of a Communications Annex for the project.

FOR THE ASSISTANT DIRECTOR FOR COMMUNICATIONS:

 \subset \supset Acting Chief, OC-O/T

LOGISTICAL ANNEX

PROJECT AEBASIN - PP

1. Project AEBASIN - PP intends, during Fiscal Year 1995. to establish two safe houses being under commercial cover. One will be located within the ZI, and the other, overseas. Furnishings and rental of these safe houses will be as indicated below:

OVOTSOAS:

	Permishings and Equipment Rental and Facilities	[]		
ZI:	Purnishings and Equipment Rental and Facilities Total		C]

2. There is a detailed logistical annex by line item located in SR/Logistics for each of the above safe houses.

SR/2 Logistics Linison Officer

Approved:

Chief, SR/Logisties

31 August 1954

SECURITY INFORMATION

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ALL OTHER				2,000					
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SECRET SECURITY INFORMATION

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